

QUINCY CENTER DEVELOPMENT IMPLEMENTATION PLAN

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Prepared for:



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I. Executive Summary

A. Introduction

1. Overview

The redevelopment of Quincy Center has the promise to be transformative for both the City and the region. To date, the City and its partners have done a tremendous job to create a vision and pathway for downtown revitalization. In the process, the City received MEPA approval, established a DIF District, completed roadway and drainage improvements, received approval for monies from the Infrastructure Incentive Investment Act (“I-Cubed”), enacted a 121A for downtown infrastructure investment, and achieved new regulatory parameters through the establishment of a Certificate of Consistency process. These actions have set the stage for significant development opportunity. At this point, the City is transitioning from having a single developer controlling much of the downtown property to a scenario in which the City is the largest landowner and must drive development forward. In light of this new situation, the City of Quincy hired the Redgate/Byrne McKinney team to develop strategic recommendations for City actions to realize the redevelopment of Quincy Center.

On behalf of the City of Quincy, Mayor Koch and the City’s dedicated staff are unwavering in their commitment to the downtown. They recognize the importance and centrality of the City’s role to achieving economic and social value in the downtown. Changing market conditions and transitioning ownership of private property in the downtown demand that the City play a proactive role. The City understands that redevelopment is expected to occur incrementally by different stakeholders over time and is prepared to work together with public agencies and private stakeholders to ensure that the vision for a safe, vibrant, and thriving downtown is fulfilled and successful in the long-term. The Quincy Center Development Implementation Plan contained herein presents an opportunity for the City to refocus its vision and develop an implementable strategy for its achievement.

2. Redgate Real Estate Advisors and Byrne McKinney & Associates Team

Redgate Real Estate Advisors (“Redgate”) together with Byrne McKinney & Associates (“BMA”) brings unparalleled expertise in complex real estate strategy, financial analysis, market knowledge, and construction feasibility. The established team has worked together on projects in South Boston, Kendall Square, North Point, and other locations in the Boston area.

Redgate principals have experience as master developer/master development advisor for several large (over 3 million square feet), phased, infrastructure-heavy, urban projects including North Point, Fan Pier, and the Puerto Rico Convention Center District. These projects have required disposition strategies, phasing plans, and alternative infrastructure financing. In these

three cases, Redgate principals came into the projects when others had failed and all of these projects are now under construction consistent with its development plans. Redgate is a development advisor to public agencies and institutions including MIT, Children's Hospital, and Massport. In this capacity Redgate assists these entities to realize the development potential and monetization of their real estate assets in the context of balance sheet concerns and long time horizons.

BMA is unmatched in its regional market knowledge. BMA consulting assignments include market studies for residential, retail, office, hotel, industrial, and special purpose property, highest and best use analyses, development master planning studies, neighborhood and city-wide economic-base and revitalization studies, financial feasibility analyses for public and private sector development plans, fiscal impact studies, real estate investment strategies, and a wide variety of other issues.

3. Project Goals and Approach

The primary goal of the Quincy Center Development Implementation Plan is to develop a feasible and flexible strategy for the City of Quincy to realize the potential of downtown Quincy Center within the context of market conditions and existing obligations, including assisting the City with developing parameters for downtown land disposition.

Redgate/BMA's first phase of work began with a due diligence period to review the status of the project by reviewing relevant materials, interviewing key stakeholders, completing an initial market analysis, identifying funding obligations and areas for future investment, and establishing goals and objectives. Redgate/BMA's second phase of work involved analysis and engagement with the City to evaluate options and priorities relating to City assets as well as tools the City has at its disposal to influence redevelopment. During this process, Redgate/BMA worked with the City and its team to assess infrastructure needs, perform architectural test fits, create retail and placemaking strategies, and analyze public funding options.

Based on these efforts and together with the City, Redgate/BMA developed a flexible set of recommendations and priorities based on market conditions, the current context and opportunities, and the long-term vision. The analysis and recommendations contained herein is intended to guide the role of the City of Quincy and its Planning and Community Development Department throughout the revitalization and buildout of downtown Quincy Center.

4. Project Process

The Quincy Planning and Community Development Department issued a Request for Qualifications for "Strategic Development Consultant for Quincy Center Redevelopment Opportunities" in April 2014. Per the instructions, on May 15, 2014 a number of parties

submitted qualification packages to the City, including the Redgate/BMA team. Following a City selection process, the Redgate/BMA team commenced activities on August 1, 2014 with a due diligence process. During this first phase of work, the team gathered and analyzed relevant engineering, architectural, regulatory, financial, and legal documents, and interviewed current and former stakeholders; architectural and engineering consultants to the City and former master developer; brokers; and financial and legal consultants to the City. The Redgate/BMA team reported its initial findings on September 18, 2014 in presentation to the City's staff, noting key observations and areas for subsequent inquiry. The team began weekly meetings with the City's team at that point, in an effort to review ongoing progress on the team's recommendations and Development Implementation Plan, bringing in key consultants, such as Graffito SP for retail and placemaking strategy and CBT for architectural test fits on City-owned parcels. The Redgate/BMA team presented its findings and recommendations to the City Council on December 1, 2014 and on March 2, 2015.

5. Development Objectives for Downtown Quincy

Redgate/BMA worked together with the City of Quincy team, including feedback from City Councilors, to identify its development objectives for downtown Quincy Center. These goals are largely consistent with the 2006 Goody Clancy/Byrne McKinney Vision and Design Guidelines, which was the product of significant public input.

Mission Statement: *Establish a Vibrant Place for Live, Work, and Play that Celebrates Quincy*



Figure 1: Quincy Center Development Objectives

These nine development objectives span social and economic goals. Taken as a whole, the vision is for Quincy Center to build on its existing assets and become a dynamic, mixed-use environment for the City and the region with opportunities for residential, retail, and commercial repositioning and development. All recommendations contained herein are in service of achieving these objectives.

- *Attract a Variety of Community-Serving Retailers*
Establishing the downtown as an active retail corridor is a primary goal because it will facilitate a lively district and destination for entertainment and commerce in service of residential, educational, and commercial tenants.
- *Create an Attractive Environment for Office Tenants*
Given the downtown's proximity to Boston and Cambridge, a key commercial objective is to attract new innovative businesses to capitalize on Quincy College and establish a culture of innovation, experimentation, and exploration, building on existing efforts with the regional Life Sciences Corridor along the Red Line, the Quincy Center for Innovation, and Quincy

College. Office workers are a component of achieving a vibrant downtown and attracting office users that contribute positively to the neighborhood and activity will help sustain and enhance downtown revitalization.

- *Grow Quincy Center Residential Neighborhood*

To establish downtown Quincy as a vibrant urban district, it is important that there be housing opportunities there in order to activate the area on weekends and evenings and to keep the streets safe. Additionally, the residents will be an important customer base for retailers in the district.

- *Capitalize on Quincy Center's Transit Accessibility*

Establishing Quincy Center as a transit-oriented hub through direct Red Line access to regional employment centers in Boston and Cambridge is a primary competitive advantage of the downtown. Connecting the downtown to the MBTA Station is the linchpin to improving the downtown because it will attract retailers, office tenants, and residents to the area.

- *Provide Sufficient and Convenient Vehicular Access and High-Quality Parking*

The revitalization of downtown will attract those arriving on foot, by train, and by car, thus creating an efficient multi-modal destination will be an important aspect of development. Development will create higher demand for parking spaces and maintaining an adequate supply and ease of vehicular access in the downtown is an imperative with any new development activity.

- *Maintain a Safe, Family-Friendly Environment 24/7*

An overarching goal for the downtown is to ensure that the district is a clean, safe place with opportunities for family activities and recreation.

- *Promote Historic Resources and Educational Institutions*

Historic resources in the downtown and Quincy at large and Quincy College are two areas that make Quincy unique. Revitalizing the downtown to attract and provide opportunities for those who visit Quincy for tourism or education is important in creating an authentic downtown and building on these unique and vibrant resources.

- *Achieve Sustainable Public Realm Network Anchored by Public Gathering Spaces*

It is important that the downtown be accessible and connected by foot and by bike from the MBTA Station to Adams Green to Hancock Street and the adjacent streets. Creating areas for open space and assembly is critical for achieving this sustainable, pedestrian and bike friendly environment and will help businesses to grow and thrive in the district.

- *Build Pedestrian and Bike Accessibility and Infrastructure*

An important development objective is to provide access to pedestrians and cyclists through safe and convenient sidewalk and bikelane networks. Providing convenient access to the downtown will encourage a vibrant street life.

B. Observations, Opportunities, and Challenges

The following section documents the key findings and existing conditions that the Redgate/BMA team identified during its due diligence phase of work. These lay the foundation for the Development Implementation Plan in the following section.

1. Redgate/BMA Areas of Study

The redevelopment of Quincy Center depends on the success and interplay of several core components, each of which influences and is influenced by the others. Redgate/BMA identified the following key areas of analysis that inform the redevelopment strategy of the downtown and are each integral to its successful implementation:

1. Market Context and Development Economics
2. Land Control
3. Infrastructure
4. Funding
5. Regulatory Framework

None of these components occur in a vacuum. Each has its own independent forces acting on it and in turn acts on the other key areas. Looking at the elements holistically provides a comprehensive view of the redevelopment opportunities and challenges and raises priorities and sequencing issues to the forefront, which will be addressed below in the Development Implementation Plan.



i. **Market Context and Development Economics**

Activities

Redgate/BMA conducted research of the market and development economics is founded on independent market research, including discussions with the brokerage community, developers, and property owners. The team analyzed market data and development economics to evaluate potential for new construction by product and construction type. Detailed data may be found in Technical Memo A “Market Context and Development Economics.”

Overview

The successful redevelopment of Quincy Center ultimately will depend largely on real estate market conditions, investor perceptions, and development economics. Across residential, office, hotel, and retail product types, Quincy is a “value” market, a cost-competitive alternative to submarket locations closer to Boston and Cambridge employment centers and serving suburban-market demand along Rt. 128 South and Rt. 3 corridors. Within Quincy, the downtown provides a particularly attractive urban location with direct Red Line MBTA access via the Quincy Center Station. The City is in a position to capitalize on these underlying fundamentals to attract sustainable development and fulfill its vision for a vibrant mixed-use neighborhood. While these fundamentals are beneficial for existing product, development economics are challenging for new construction. Construction costs are competitive with urban product, yet Quincy’s rent structure is cost competitive to Boston and Cambridge, and thus generally does not support new construction, particularly for high rise buildings, without incentives.

Opportunities

- *Proximity to Boston and Area Suburbs*
Downtown Quincy’s location makes it a cost-competitive alternative to submarket locations closer to Boston and Cambridge employment centers and suburban markets along Rt. 128 South and Rt. 3.
- *Significant Access to Public Transit on the Most Desirable of Rapid Transit Lines*
The Quincy Center Red Line MBTA Station is a key competitive advantage for downtown Quincy, providing direct access to employment and recreation in Boston and Cambridge. Additional investment in the station, currently contemplated in the MBTA Garage 25% design exercise underway, will maintain and enhance the desirability of the location.
- *Substantial Population and Employment Density*
Downtown Quincy already possesses a significant density of residents and employment opportunities, confirming its status as an established residential and office location and providing notable proximate buying power for retailers.

- *Historic Downtown Attractions*

The United First Parish Church is significant historic destination for regional and out-of-town visitors interested in visiting the tombs of notable figures, John Adams, John Quincy Adams, and their wives. The downtown currently benefits from this tourism economy and the National Park Service visitor center. The commercial opportunity exists for a retail presence to match this transient demand with restaurants, gifts, and sundries.

- *Presence of Existing Institutions*

Key public and private institutions are located in the downtown, including Quincy College, the headquarters of Stop & Shop, Thomas Crane Public Library, Quincy High School, and Quincy City Hall. All are anchoring influences in the downtown, providing a destination draw that enhances activity levels in the downtown market.

- *Authentic Downtown Urban Fabric*

The existing architecture in and around Hancock Street provides an authentic downtown environment attractive to retailers and customers as well as residents and office tenants on the upper stories. The reduced property basis of the downtown buildings as compared to new construction is what largely provides the cost competitive advantage in attracting tenants.

- *Feasible New Development Opportunities*

Economic fundamentals support residential stick-built construction at the present time. Build-to-suit anchor tenants in retail and office space are essential to development success in both the short and long terms. Repositioning existing retail and upper story commercial space coupled with adding to the residential building stock is anticipated to create a live-work-play environment that would attract demand for building new office space.

Challenges

- *Economics of New Construction*

Construction costs are consistent regionally and support Boston and Cambridge rent structures, yet the cost-competitive market in Quincy does not support the significant investment associated with these costly, high-rise construction typologies.

- *Project History and Market Perception*

The development of downtown Quincy Center was unfulfilled by a former master developer and the real estate market is unsure about the true development potential of the location and whether there are underlying obstacles. Existing land owners and commercial tenants share in this uncertainty about the future of the downtown and may be less prepared to invest in their spaces without additional signs of direction and vision.

- *Substantial Market Competition*

Quincy and its downtown are only one option among many for real estate investors, who largely consider broad regional areas for investment. Even within Quincy, the downtown faces competition with other established areas of development, including waterfront and direct highway access locations.

ii. Land Control

Activities

Redgate/BMA conducted meetings and interviews with key landowners and stakeholders in order to understand the ownership landscape in the downtown. The team reviewed plans for projects contemplated and assessed City-owned assets to identify opportunities for disposition and development.

Overview

A downtown District Improvement Financing (“DIF”) District and Urban Revitalization Boundary outlines downtown financial and regulatory jurisdictions. The DIF District is the area within which property tax increments over the 2006 baseline are allocated to infrastructure investments within the DIF District. The second overlay, the Urban Revitalization Boundary, is a 55-acre area encompassing the DIF District and its surrounds, including the MBTA Station, Thomas Crane Public Library, and Quincy High School. The Urban Revitalization Boundary establishes a unique regulatory framework for achieving development approvals under the Certificate of Consistency process.

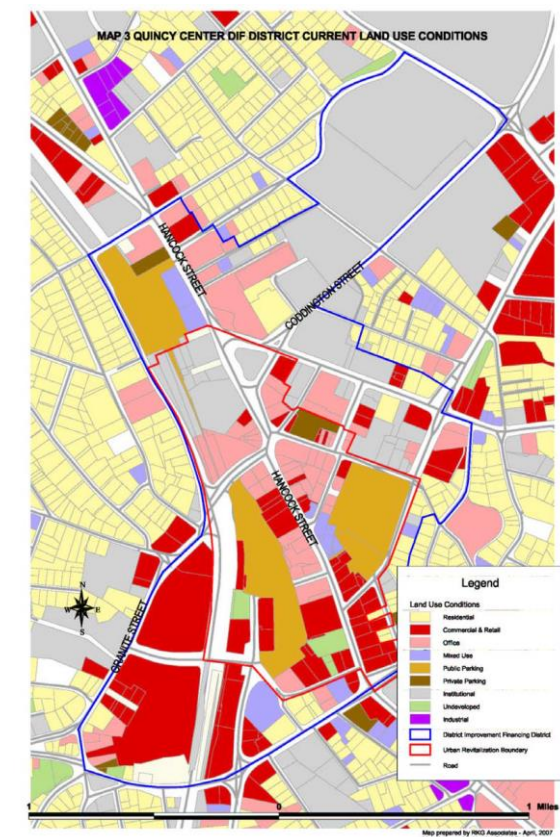


Figure 2: Map of DIF District, Urban Revitalization Boundary, and Land Use Conditions (circa 2007) via DIF Application

Within the downtown, there are two approximately five-acre parcels owned by the City of Quincy: Hancock Parking Lot and Ross Garage parcel. The remaining parcels in Quincy Center are held primarily by individuals and smaller local or regional owners. In the current market, among private properties, land control is fluid and dynamic in downtown Quincy Center. Transactions are ongoing and several stakeholders are increasing their investments and presenting themselves as critical players in the redevelopment of the downtown.

Opportunities

- *Ongoing Dynamic and Opportunistic Property Control*
A number of properties in the downtown have traded recently and new landowners in the downtown are motivated and intending to improve their assets in order to achieve higher returns. These private owners potentially are interested and willing potential partners with the City to achieve downtown revitalization.
- *City Control over Large Parcels at Ross Garage and Hancock Lot, as well as MBTA Station*
The Ross Garage parcel and Hancock Lot are two five-acre City-owned assets in the downtown that can be used for development and City-serving needs. In its role leading the redevelopment of the MBTA Station with new parking, courthouse facilities, and commercial space, the City wields significant influence over the transit-oriented development opportunities in the downtown with aligned interests of both the MBTA and area development. Development of these parcels is expected to spur revitalization on adjacent parcels as well.

Challenges

- *Unified Control over the District No Longer Exists*
With a number of different private property owners in the downtown, redevelopment will occur as it does in most urban environments: parcel-by-parcel as landowners undertake new projects. Fulfilling the vision for the downtown in a cohesive and consistent timeline will require cooperation between private landowners and public agencies.
- *Location of City Assets*
The Hancock Lot and Ross Garage parcel are located behind the primary retail spine of the downtown district, Hancock Street. Successful development of the sites will require thoughtful connections to this retail corridor in order to activate and transform the parcels and the downtown at large.

- *Grading Conditions and Adjacencies at Ross Garage create Infrastructure and Phasing Challenges*

The Ross Garage parcel is depressed below the grade of Hancock Street and the Burgin Parkway, presenting challenges to new development and construction to bring new buildings up to an equal level.

iii. Infrastructure

Activities

Redgate/BMA conducted meetings with key engineering consultants from current and past projects in downtown Quincy Center and the Quincy Center MBTA Station in order to assess baseline conditions and proposed improvements for infrastructure. The team reviewed available plans and cost estimates for proposed infrastructure projects. From this background research, the team projected overall infrastructure needs based on possible development scenarios using an incremental approach for phasing purposes. Detailed data may be found in Technical Memo B “Infrastructure.”

Overview

The City of Quincy has achieved significant infrastructure investment in downtown Quincy Center, most recently the completion of the Concourse Roadway, the relocation of the Town Brook, and the now-underway roadway improvements around the future Adams Green. Infrastructure exploration and planning has been at the forefront of the recent master developer process and has demonstrated that existing infrastructure in Quincy Center is largely over 100 years old, requiring investment in the short and long term. As the City faces the new reality of a downtown revitalization without unified land control and likely incremental development, it must prioritize and phase necessary infrastructure improvements to correspond with private investment and development.

Opportunities

- *Recent Infrastructure Improvements Lay the Foundation for New Development*
The Concourse Roadway, relocation of the Town Brook, and roadway improvements at Adams Green set the stage for development by improving access, removing difficult below-grade conditions, and creating a civic gathering space and connection from the MBTA Station to the downtown core.
- *Transformative Nature of New Adams Green*
The City via MassDOT is undertaking roadway and streetscape improvements at Adams Green, a precursor to the future park that will connect Old City Hall to United First Parish Church. The park will create a celebrated civic space at one end of Hancock Street and is anticipated to ease traffic through the downtown. Adams Green will be a gateway to the downtown from the MBTA Quincy Center Station.
- *New MBTA Quincy Center Station as Lynchpin to Catalyze Development*
The Quincy Center Red Line Station is a key competitive advantage of the downtown and the improvements and future development on the site will bring more prominence to the area. A new MBTA Quincy Center Station and on-site commercial development present the opportunity

to more formally link the T and the downtown and create a more hospitable and modern facility for transit users.

- *MEPA Process Codified Necessary Improvements and Mitigation Measures*
The MEPA approval provides a clear process and description of necessary improvements for infrastructure in the area to be undertaken as development occurs.

Challenges

- *Old Infrastructure and Interconnected Phasing for Upgrades*
Many of the public and private utilities in the downtown are over 100 years old and require significant upgrades according to explorations and analysis completed in recent years. Infrastructure upgrades require an understanding of the entire system in order to successfully integrate new development and provide adequate capacity for the foreseeable future. At certain downtown parcels, upfront investment may need to account both for immediate development impacts and broader upstream flows.
- *Absence of a Master Developer*
Without a single master developer overseeing the buildout of the Quincy Center, infrastructure improvements will occur incrementally, tied to increased demands from specific new developments or linked to prioritized repairs/upgrades to existing infrastructure. This phasing of improvements may present inefficiencies in infrastructure construction and a less predictable infrastructure implementation schedule.
- *Maintain Public Parking Supply*
As the City considers disposition of its assets for private development, public parking will need to be replaced to sufficiently cover demand. Below-grade public parking has been assessed to not be financially feasible, so above-grade structured parking will be the most cost-effective way to achieve downtown development and density and satisfy public parking demand. Providing parking within public structures to adjacent development may also be a useful tool in attracting new investment.

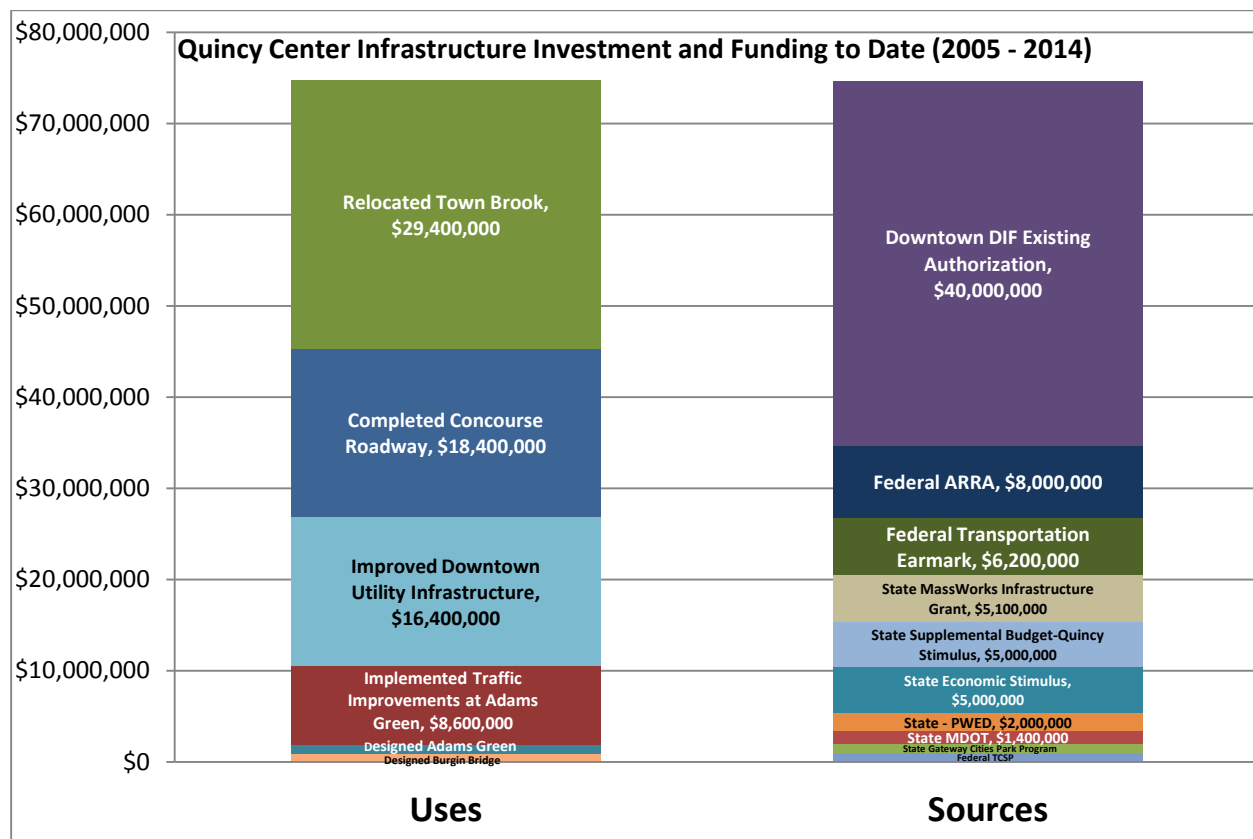
iv. Funding

Activities

Redgate/BMA's research into the funding history and potential in Quincy Center consisted of meetings with key financial consultants to the City of Quincy and the review of formation documents and applications for DIF, 121A, and I-Cubed. Additionally, the team assessed the current status of each funding source and identified possible funding sources for infrastructure, based on development scenarios. Detailed analysis may be found in Technical Memo C "Funding."

Overview

From 2005 until 2014, City investment in Quincy Center has largely focused on the Concourse Roadway, Town Brook Relocation, and utility upgrades using a variety of funding sources, including DIF and State and Federal grants. Additional infrastructure investment for Adams Green and the Burgin Parkway Access Bridge has been contemplated through the City's application for the Infrastructure Investment Incentive program (I-Cubed). However, further investment in the downtown will be required to facilitate the desired revitalization. Additionally, the City must develop strategies for repaying the DIF funds expended to date, as well as securing funding now and in the future.



Opportunities

- *DIF is a Significant and Valuable Tool in Funding Downtown Infrastructure Improvements*
District Improvement Financing (DIF) is a huge resource to the City in funding infrastructure improvements within the downtown. This mechanism has enabled significant investment in the downtown and has allowed these improvements to be self-funded from tax increment collected within the downtown DIF boundaries. The success of this program to date is measured not only by the direct investments through the DIF, but also the significant State and Federal investment that has been made due to the City's DIF investment.
- *Support for Infrastructure Needs through Approved I-Cubed Application and Enacted DIF*
The City has received significant support from the State for infrastructure investment by approving the City's I-Cubed Application in 2012 for \$40 Million and approving the DIF in 2006 for an additional \$40 Million.
- *Strong Track Record of securing State and Federal Grants*
The City of Quincy has received a number of grants over the past ten years to pay for the Concourse Roadway, Town Brook Relocation, Adams Green, and MBTA Station Design from the MA PWED Grant, Federal American Recovery and Reinvestment Act, MA Supplemental Budget, MassWorks Infrastructure Grant, a Federal Transportation Earmark, MA Gateway Cities Grant, Federal TCSP, and MA Economic Stimulus. The grants total approximately \$35 Million, nearly doubling the City's DIF investment in downtown infrastructure.

Challenges

- *Require Plan for DIF Repayment*
The DIF has been the primary financial obligation undertaken by the City to date and has primarily funded Concourse expenses. At this point, the \$40 Million authorization has been expended or allocated for downtown investment.
- *Current DIF Authorized Funds are Expended and Additional Authorization Required for Additional Infrastructure Investment*
The lack of authorization at the current time for additional bonding capacity will inhibit the financial feasibility of infrastructure improvements.
- *Develop Strategy for Funding Incremental Public Improvements*
Infrastructure upgrades are expected to be ongoing in the downtown and will require funding sources and strategies tied to revitalization priorities and private investment phasing. There is not currently a stand-alone financing mechanism for the City to assist financially with achieving these necessary infrastructure improvements.

- *I-Cubed Requires New Jobs Associated with Office Development*

I-Cubed depends largely on increased state income tax revenue generated by private development, which is typically provided by non-retail commercial development. Given the current market conditions, the significant office development required to offset I-Cubed funding is unlikely.

- *Existing 121A Agreement would burden Development*

The existing 121A Agreement from the former Land Disposition Agreement is no longer in effect, as the Land Disposition Agreement has been dissolved. Utilizing 121A in the form that had been proposed previously, which required payments over and above taxes to offset infrastructure investment, would burden potential development.

v. Regulatory Framework

Activities

Redgate/BMA conducted meetings with the City's Planning and Community Development Department in researching the regulatory environment in downtown Quincy. The team reviewed the zoning code, the Urban Revitalization District Plan and Amendments, and MEPA documents in order to provide recommendations.

Overview

Development in downtown Quincy Center has two potential paths for seeking regulatory approval: typical permitting through the zoning regulations and a Certificate of Consistency through the Urban Revitalization District Plan. The City's MEPA approval for the downtown redevelopment provides a basis for future infrastructure mitigation requirements and approvals from the State.

Opportunities

- *As-of-Right Zoning provides a Flexibility of Uses, Heights, and Density*
Existing regulatory policies encourage development sought in the downtown.
- *Urban Revitalization District Plan and Amendments provides Regulatory Opportunity for Developments requiring Approvals*
The City's Certificate of Consistency process allows for quick implementation of projects that are consistent with the vision for downtown redevelopment.
- *MEPA provides Flexibility by Block and Phasing for Infrastructure*
It is expected that the redevelopment of downtown Quincy Center will occur incrementally. This approach is allowable under the existing comprehensive MEPA approval without the need for a long MEPA process for individual parcels.

Challenges

- *Certificate of Consistency requires Urban Renewal Covenant or Land Disposition Agreement*
The Certificate of Consistency is a contractual agreement between the developer and the City required by the Urban Revitalization District Plan, however, this uncertainty may deter those interested in developing in the area as there is not precedence of its use for developers prior to the Land Disposition Agreement.

- *Urban Revitalization District Plan Amendment #3*
The City must amend its Urban Revitalization District Plan to reflect the absence of a master developer and to anticipate land disposition and infrastructure investments by the City.

C. Recommended Development Implementation Plan

The City must take a leadership role to spur development and realize revitalization in the downtown. The Plan seeks to build incrementally on the City's existing assets and momentum, growing in scope and scale to attract private investment in the downtown. The following Plan identifies key steps and strategies for the City to take to drive this vision. Execution of key, immediate actions items will set the stage for private development and investment and ultimately fulfill the development objectives for Quincy Center.

Redgate/BMA has generated a Development Implementation Plan, which sets forth a roadmap for development and revitalization implementation based on the areas of study, namely market context and development economics, land control, infrastructure, funding, and regulatory environment. The Implementation Plan is in service of attaining the Development Objectives (see p.6) within rigorous parameters, specified in the "Principles for Implementation" (see p.24). It is important to note that without a single master developer and unified land control, the Implementation Plan must be flexible, reflecting the City's limited role, and allowing for changing market conditions, and the potential for a variety of development partners and opportunities to unfold over time.

1. Principles for Implementation

The action items and recommendations detailed in the Development Implementation Plan are a means to achieving the City's specified development objectives for the downtown (see Development Objectives, p.6) and must be sustainable and feasible over time. Together with the City of Quincy, Redgate/BMA has developed the following parameters for the execution of downtown revitalization.

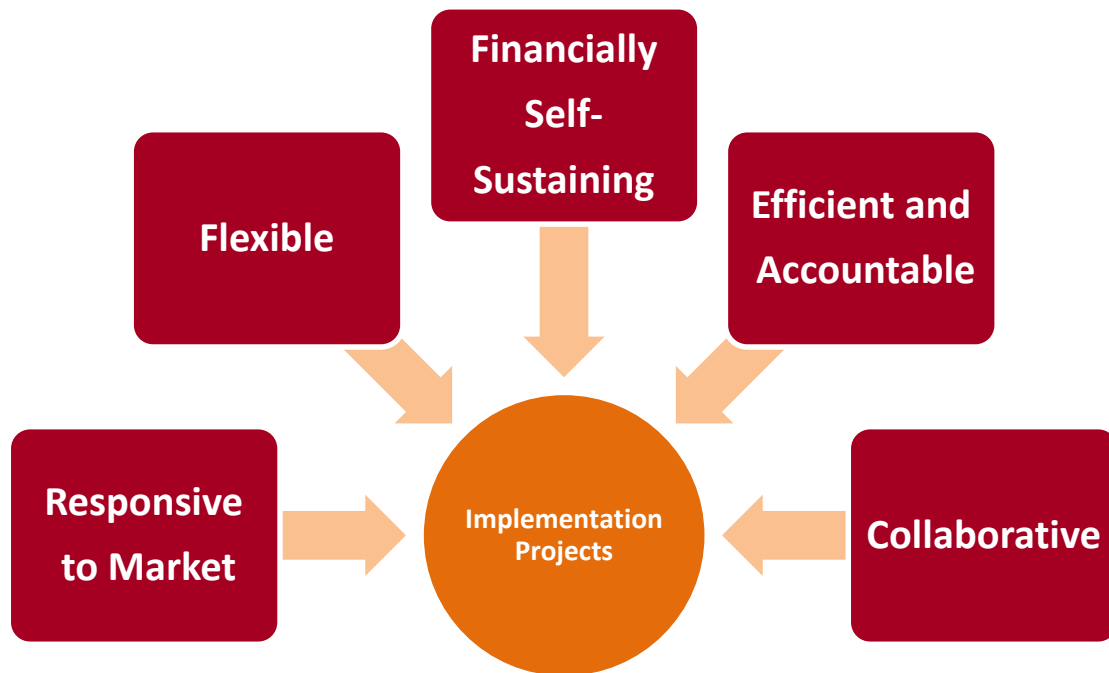


Figure 3: Principles for Implementation

Because the City will be acting in the role of master developer, overseeing revitalization and relying on partners for much of its execution, these principles will guide the City's ongoing decisions and actions over time.

- *Responsive to market*
The revitalization of downtown is expected to occur incrementally over time. Thus, the Development Implementation Plan must be responsive to market conditions, specifically in terms of commercial real estate opportunities and development economics, in pursuit of attaining the core development objectives. Methods to achieve this principle include phasing, flexibility in use types for parcelization of City assets, and active engagement and marketing of the area for development activity and investment.

- *Flexible*
Because developers, landowners, and tenants will be partners in the revitalization of downtown Quincy Center, the Development Implementation Plan requires flexibility around the ways in which the development objectives may be met. The Plan must anticipate the flexibility needed to execute it, specifically in terms of allowing for a variety of uses and heights, opportunities for phasing, and alternatives for public-private partnerships and land assembly.
- *Financially Self-Sustaining*
Downtown Quincy Center is a significant district of the City as the seat of civic life, home to historic resources and educational centers, and area of commercial activity, yet the municipality must allocate its resources across neighborhoods and a host of priorities competing for resources. The downtown DIF district is a powerful tool to finance necessary downtown upgrades and investments based on increasing property values in the downtown. Additional financial methods may be devised to yield additional self-sustaining sources of funding.
- *Efficient and Accountable*
Downtown revitalization requires a champion to create a sustained effort and achieve success. In order for the City to realize downtown redevelopment, it must take a leadership role, bringing together public agencies and private stakeholders under a shared vision of development objectives. Active governance and management will be required to maintain and build momentum in the downtown.
- *Collaborative*
Neither the City nor a private developer or landowner alone will be able to achieve the development objectives of the downtown. Public-private partnerships, whether formally codified through Land Disposition Agreements or informally developed through placemaking initiatives, will be an integral component of implementation strategies. The incremental revitalization relies on leveraging public tools and assets with private capital and enterprise. Additionally, the Mayor's office, the staff and City departments, and the City Council will need to work together collaboratively to achieve the shared vision.

Given the flexible nature of the Development Implementation Plan, the aforementioned principles are intended to become key evaluation rubrics for determining appropriate City actions and responses in support of downtown redevelopment.

2. Development Implementation Strategy

In addition to relying on the private sector and partners for the execution and evolution of downtown development, the City will shape and influence revitalization through three primary strategies: 1) leveraging its assets and institutions; 2) making strategic investments; and 3) exercising regulatory influence and leadership.

1. Leveraging City-Owned Assets and Institutions: The City has the ability to use its land and relationships with local institutions to spur development and revitalization in the downtown.
 - *City Assets*

The Hancock Lot and Ross Garage parcels that the City may dispossess or develop play an active role in the redevelopment of the downtown. Successful disposition of these assets will stimulate development within a framework that supports the development objectives not only on the properties themselves, but also on adjacent and nearby parcels. The disposition process enables the City to establish a development objectives and directives to the real estate community and identify private sector partners interested in executing on the development objectives.
 - *Local Institutions*

Civic government, Quincy College, and the Quincy Center for Innovation are important and dynamic organizations that may catapult the downtown's success through co-location and engagement with retail, residential, and office spaces. The City has the power to influence where these institutions locate and in so doing may add vitality and foot traffic in target areas.
2. Making Strategic Investments: The City's role and responsibility to provide its citizens and businesses with infrastructure, adequate parking, and streetscape improvements is an important tool for revitalizing the downtown.
 - *Placemaking*

The City's role in implementing Adams Green, establishing streetscape design guidelines, and implementing streetscape improvements are meaningful and tangible ways the City can promote development, retail façade upgrades, and retail and office tenants, and at the same time be a coordinating force for owners.
 - *Below-Grade Infrastructure*

Downtown Quincy Center is just one location where private sector may invest in real estate. The City's commitment to providing infrastructure while keeping infrastructure mitigation costs competitive with local and regional alternatives is a critical tool to enhance the marketability of the downtown. DIF is the City's primary, reliable funding resource for such projects, and the City's track record in securing State and Federal grants should continue to be pursued for additional necessary support.

- *Public Parking*

Urban centers are often challenging from a parking perspective. The City's commitment to maintaining adequate public parking supply will promote development density and commercial success. Providing parking in public garages for private development is another means of attract development to the downtown that the City has in its power.

3. Exercising Regulatory Influence and Leadership: While not the master developer of the downtown, the City wields significant tools to influence development and revitalization activity.

- *Zoning and Regulatory Tools*

Zoning and development guidelines are a powerful method for the City to influence activity and investment in the downtown through its existing flexible zoning regulations and parameters to ensure that development aligns with City priorities.

- *MBTA Quincy Center Station*

Transit-oriented development is an essential component of downtown Quincy's competitive advantage. The City's unique leadership position in spearheading the new T Station development will maintain and enhance the location's desirability.

3. Illustrative Implementation Plan

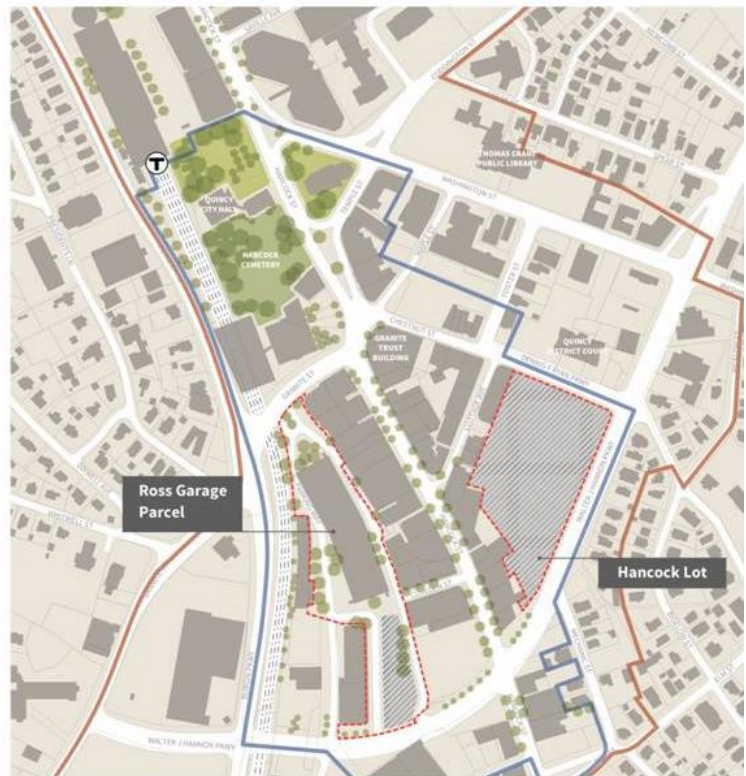
i. Illustrative Site Plan

Rooted in current and forecasted market conditions and development economics, the illustrative site plan provides one way of parcelizing City-owned assets while protecting important design characteristics of the downtown. This potential development scenario anticipates a buildout on City-owned parcels, Hancock Lot and Ross Garage, as well as physical development activity on undeveloped or underdeveloped private parcels over time, namely in the vicinity of the Ross Garage.

Below is a map of existing conditions within the downtown. The boundaries of key regulatory and funding areas are noted, namely the Urban Revitalization District and DIF District, respectively.

Existing Conditions

-  MBTA STATION
-  SURFACE PARKING
-  CITY OWNED PARCEL
-  DIF DISTRICT
-  URBAN REVITALIZATION DISTRICT



A. Phase 1: 2015 – 2016

Near-Term Streetscape Improvements and Private Residential Development

The immediate recommendations are to capitalize on two private investments moving forward, namely West of Chestnut and Mechanic Lofts. As West of Chestnut and Mechanic Lofts introduce a stronger residential presence in the downtown, the primary focus in this phase is create a vibrant sense of place in the downtown to attract pedestrians, retailers, and future developers for City-owned parcels (see Technical Memo D – Retail and Placemaking).

One aspect of this phase is to enhance the pedestrian experience through sidewalk and streetscape improvements and improved passageways to parking. Another component is more organizational, to create a collaboration and communication mechanism for the City to work with local landlords, retailers, and City agencies on improving the downtown through events, programming, and the arts. Additionally, during this phase, the Plan anticipates the City working with local landlords to establish dynamic upper floor uses that build the office tenancy and culture of innovation in the downtown.

Phase 1: 2015 – 2016
Near-Term Streetscape Improvements and Private Residential Development



B. Phase 2: 2017 – 2018

Hancock Lot Development and Ross Garage Surface Lot

The next phase of revitalization is anticipated to be the development of City-owned Hancock Lot and the demolition and resurfacing of the Ross Garage. The illustrative site plan envisions four parcels on the existing Hancock Lot: one high-rise residential building (R1); two with low-rise residential new construction (R2 and R3); and one public parking garage (P1). At the same time, the plan anticipates demolition of the Ross Garage and quality, replacement surface parking on that parcel.

In order to achieve this phase, disposition efforts for the Hancock Lot parcels and predevelopment work would need to begin immediately. To allow for sufficient disposition, design, regulatory, and construction processes by private developers, the Plan recommends that a disposition strategy be implemented in 2015 to facilitate delivery of the residential buildings and public parking garage within the 2017 – 2018 timeframe.

Phase 2: 2017 – 2018
Hancock Lot
Development and
Ross Garage Surface Lot



C. Phase 3: 2019 – 2023

Ross Garage Development

Building on the strong retail presence from Phase 1 and the growing residential neighborhood from Phases 1 and 2, this third phase anticipates new development activity on the Ross Garage site with the construction of a 200,000 SF commercial building (C1) and a public parking garage (P2). While commercial development isn't viable at present (2015), it may be feasible within this future timeframe to create a live-work-play downtown environment with transit access. The location of the first commercial building could adjust based on a tenant's needs, and the thought for locating it on Granite Street was based on a desire to have the building as close as possible to the MBTA Station.

Phase 3: 2019 - 2023

Ross Garage Development



D. Phase 4: 2024+

Potential Full Buildout

The Ross Garage area presents long-term commercial development opportunities both on City-owned property and private property. This illustrative full buildout plan describes two additional office buildings (C2 and C3), two additional residential buildings (R4 and R5), a parking garage (P3), and a hotel (H1). These developments represent a repositioning of the Ross Garage area into a vibrant mixed-use portion of the downtown building on the success of earlier phases.

Phase 4: 2024+

Potential Full Buildout



ii. Illustrative Infrastructure Plan

Infrastructure improvements to the streetscape, roadways, and utilities are required in Quincy Center to facilitate the revitalization and development anticipated in the City's development objectives for the downtown, the Quincy Center District Design Guidelines, and the MEPA requirements. The approach to infrastructure presented below is by what is required in each phase of the Illustrative Site Plan (see Illustrative Site Plan, p.28). However, it is important to note that the infrastructure plan is flexible in terms of sequencing, sizing, and location such that improvements may be implemented incrementally over time according to market-driven development scenarios (see Technical Memo B – Infrastructure).

A. Phase 1: 2015 – 2016

Near-Term Streetscape Improvements and Private Residential Development

The infrastructure required to achieve the revitalization objectives of Phase 1 consists of the following components:

- Utility upgrades along Hancock Street, Chestnut Street, Cottage Avenue
- Streetscape improvements along Hancock Street, Chestnut Street, and Cottage Avenue
- Events and activities programming
- Downtown development leadership and support

Phase 1: 2015 – 2016 Near-Term Streetscape Improvements and Private Residential Development

PHASE 1 INFRASTRUCTURE INVESTMENT	
• Chestnut Street Utilities and Streetscape	
• Hancock Street Streetscape	
• Hancock Street Urgent Repairs	
• Placemaking and Programming Activities	
TOTAL COSTS	
\$8 M	Utilities & Streetscape and Placemaking Activities

- MBTA STATION
- SURFACE PARKING
- CITY OWNED PARCEL
- DIF DISTRICT
- URBAN REVITALIZATION DISTRICT



B. Phase 2: 2017 – 2018

Hancock Lot Development and Ross Garage Surface Lot

The infrastructure required to achieve the revitalization objectives of Phase 2 includes the following components:

- Utility upgrades along Hancock Street
- Public parking garage construction on Hancock Lot
- Ross Garage Demolition and Creation of Surface Lot
- Events and activities programming
- Downtown development leadership and support

Phase 2: 2017 – 2018

*Hancock Lot
Development and
Ross Garage Surface Lot*

PHASE 2 INFRASTRUCTURE INVESTMENT

- Hancock Lot Utilities and Streetscape
- New Public Parking Garage
- Ross Garage Demolition and Surface Parking

TOTAL COSTS

\$13M	Utilities & Streetscape and Ross Garage Demolition/Surface
\$20M	Public Parking

- Ⓣ MBTA STATION
- ▨ SURFACE PARKING
- ▭ CITY OWNED PARCEL
- ▭ DIF DISTRICT
- ▭ URBAN REVITALIZATION DISTRICT



C. Phase 3: 2019 – 2023

Ross Garage Development

The infrastructure required to achieve the revitalization objectives of Phase 3 consists of the following components:

- Utility upgrades within the upper portion of the Ross Garage area
- Public parking garage at Ross Garage
- Land acquisition and easement costs (potential)
- Downtown development leadership and support

Phase 3: 2019 - 2023

Ross Garage Development

PHASE 3 INFRASTRUCTURE INVESTMENT	
<ul style="list-style-type: none"> • Upper Ross Garage Area Utilities & Streetscape • New Public Parking Garage 	
TOTAL COSTS	
\$15 M	Utilities & Streetscape
\$26 M	Public Parking

- Ⓣ MBTA STATION
- ▨ SURFACE PARKING
- ▤ CITY OWNED PARCEL
- ▤ DIF DISTRICT
- ▢ URBAN REVITALIZATION DISTRICT



D. Phase 4: 2024+

Potential Full Buildout

The infrastructure required to achieve the revitalization objectives of Phase 4 includes the following components:

- Utility upgrades within the upper portion of the Ross Garage area
- Construction of the Burgin Parkway Bridge

Phase 4: 2024+
Potential Full Buildout

PHASE 4 INFRASTRUCTURE INVESTMENT

- Lower Ross Garage Area Utilities & Streetscape
- Burgin Parkway Access Bridge

TOTAL COSTS

\$14 M Utilities & Streetscape
\$20 M Bridge

- Ⓣ MBTA STATION
- ▨ SURFACE PARKING
- ▭ CITY OWNED PARCEL
- ▭ DIF DISTRICT
- ▭ URBAN REVITALIZATION DISTRICT



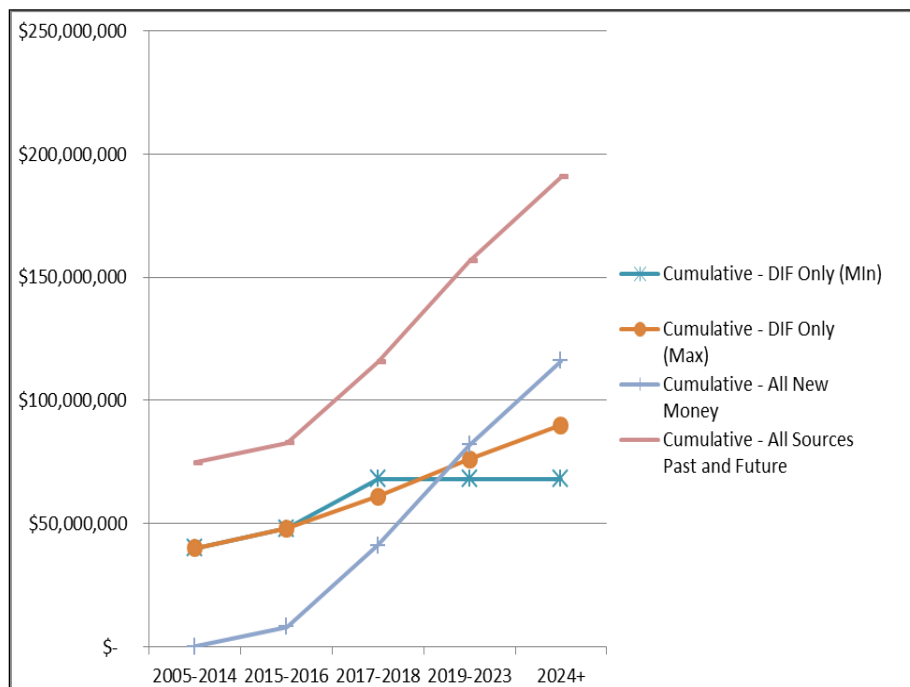
iii. Illustrative Funding Plan

Since 2005, the public (Federal, State and Local) has invested roughly \$75.0M in the downtown, all of it essential to stabilizing and improving aging infrastructure and preparing Quincy Center for a new era of private investment and development. The additional projects outlined by this memo would bring the total of public investment to \$190.7M including \$46.0M in new public garage construction to meet the needs of the downtown current and future.

With \$40M committed under the current DIF plan, the recent DIF forecasts show a capacity for another \$50M, or up to \$90M in supportable DIF investment based on the build out forecasts outlined by our recent planning studies (this before consideration of any additional development that may occur in the district on non-City owned sites). As indicated by this summary, it is likely as the commercial development markets evolve that other State funding sources such as I-Cubed or other Federal sources perhaps related to the reconstruction of the MBTA Station will play a bigger role in the future public investment picture, freeing up the DIF capacity for other purposes.

INFRASTRUCTURE INVESTMENT SUMMARY

Phase	2005-2014	2015-2016	2017-2018	2019-2023	2024+
Cumulative - DIF Only (Min)	\$ 40,000,000	\$ 48,000,000	\$ 68,000,000	\$ 68,000,000	\$ 68,000,000
Cumulative - DIF Only (Max)	\$ 40,000,000	\$ 48,000,000	\$ 61,000,000	\$ 76,000,000	\$ 90,000,000
Cumulative - All New Money	\$ -	\$ 8,000,000	\$ 41,000,000	\$ 82,000,000	\$ 116,000,000
Cumulative - All Sources Past and Future	\$ 74,700,000	\$ 82,700,000	\$ 115,700,000	\$ 156,700,000	\$ 190,700,000

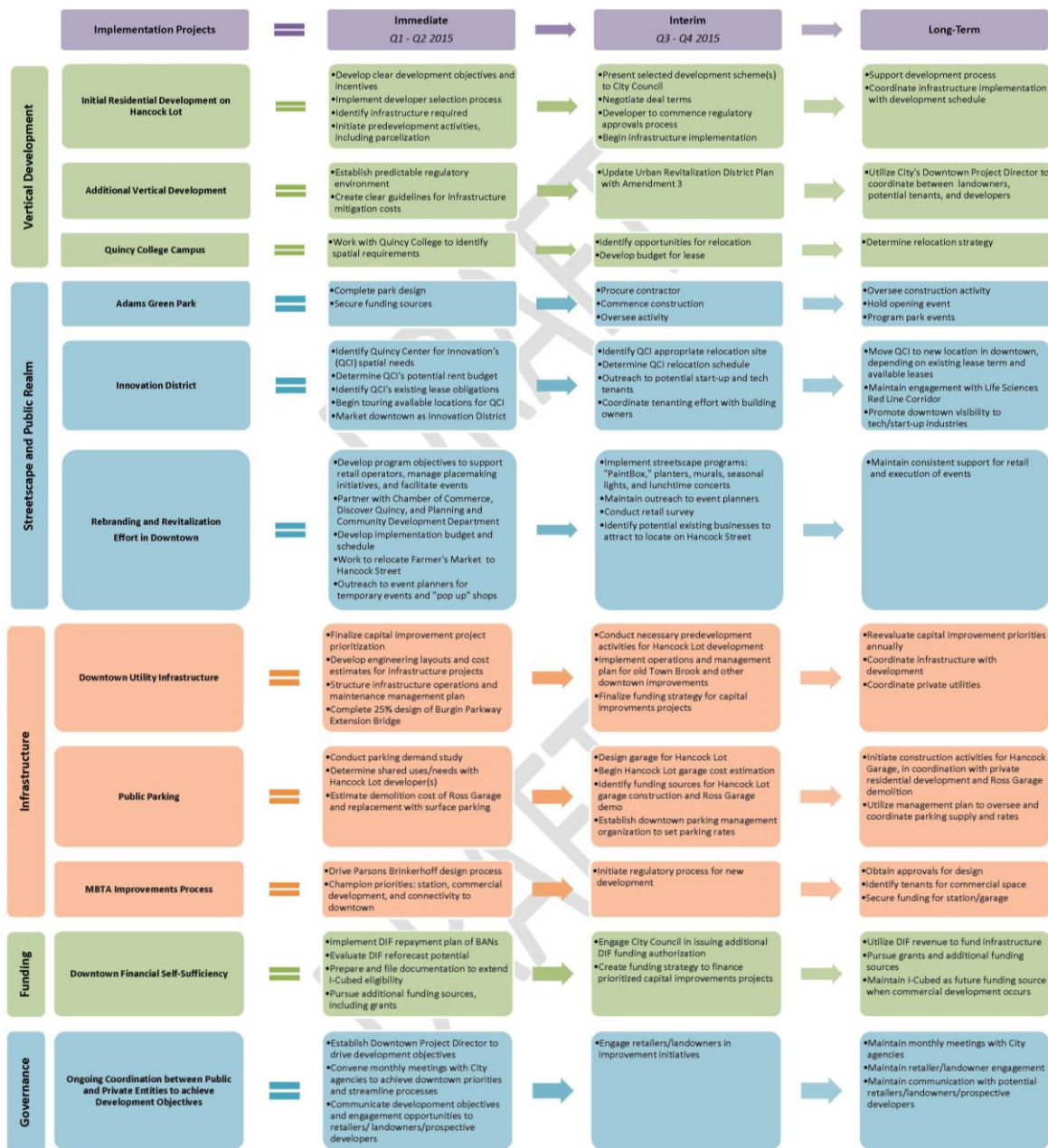


The following table summarizes the relationship between City-owned development parcels in Quincy Center and the infrastructure funding plan outlined by this memo. The completion of Quincy Center infrastructure projects reflects the continuation of a revitalization strategy that is on the cusp of paying a major dividend as evidenced by the strong uptick in real estate values reflected in the recent DIF district analyses and by the bona fide development interest being expressed by private property owners in Quincy Center.

Finally, it is important to note that the proposed plan reflects a targeted strategy that focuses first on the opportunity to unlock the potential of City-owned sites. The full effect of these investments is anticipated to be realized many times over from the future development of other privately owned parcels in Quincy Center.

4. Development Implementation Projects

In the Implementation Projects detailed in the section below, the Redgate/BMA team has identified achievable actions and next steps that the City of Quincy can take in order to realize its development objectives for Quincy Center. The activities are grouped into the following categories: Vertical Development, Streetscape and Public Realm, Infrastructure, Funding, and Governance. While the projects are discretely organized, the importance of a coordinated, simultaneous, and comprehensive effort on all fronts strongly recommended, as acting on individual parts alone will not achieve the vision.



i. **GOAL: Achieve Vertical Development in Downtown Quincy Center on Private and Public Parcels**

A. **Residential Development on Hancock Lot**

Strategy: The goal is to unlock the development potential of Hancock Lot and catalyze private development and vibrancy in the downtown. In the current market, Hancock Lot is an attractive City-owned asset for residential and ground-floor retail development. Residential development at the site will establish a critical mass of residents in the downtown, which will help revitalize the neighborhood. Given the property's current use for public parking, development of the parcel will require replacement public parking.

Status: Reputable private developers have expressed interest in developing a new residential community on parcels of Hancock Lot. Preliminary architectural test fits were completed as part of the Illustrative Site Plan (see Illustrative Site Plan, pg. **Error! Bookmark not defined.**). The development objectives and broad parameters that the City would request from a developer have been identified through the process of developing the Development Implementation Plan.

Next Steps:

- *0 – 6 Months*
 - The City will begin the process will begin by finalizing a disposition method and conducting a transparent, public process in which the City articulates its development objectives to the market for a specific parcel(s) on Hancock Lot. As part of the process, the City will need to evaluate its willingness to provide incentives that may be necessary to maximize development potential, particularly surrounding infrastructure requirements. Once proposals are received, the City will need to conduct a thorough review process and select a developer.
- *7 – 12 Months*
 - Once a developer has been selected, the City will need to present the selected development scheme to City Council as part of a Land Disposition Agreement (LDA). Additionally, the City will negotiate deal terms with the developer. Once the City has disposed of the parcel(s), the project will require preliminary infrastructure improvement work to be conducted. The developer will also need to begin the approvals process during this time.
- *1 Year +*
 - Throughout the development process, the City will need to monitor and support progress to ensure that development objectives are being achieved.

B. Attract Downtown Development

Strategy: There are several key tools the City has to attract downtown development on non-City-owned assets, namely regulatory controls and infrastructure mitigation requirements. In order to attract downtown development, Redgate/BMA recommends that the City facilitate consistent and clear processes for these two aspects of development.

Status: The Urban Revitalization District Plan is in the process of being amended to reflect changes in the development implementation of Quincy Center.

Next Steps:

- *0 – 6 Months*
 - The first step is to clarify the Certificate of Consistency process in public documents, particularly the Urban Renewal Covenant for development projects not requiring Land Disposition Agreements, so that potential developers understand and are able to readily analyze the approvals process.
 - Infrastructure mitigation is a requirement in nearly every municipality, including Quincy. Clear guidelines and parameters of what would or would not be required of a developer in the downtown will help improve market perception and promote consistency in mitigation exactions.
- *7 – 12 Months*
 - Finalize the third amendment to the Urban Revitalization District Plan and secure approval from DHCD.

C. Quincy College Relocation

Strategy: Quincy College students, faculty, and staff generate significant foot traffic and activity. Locating the college closer to the heart of the downtown would promote revitalization along Hancock Street. Additionally, a physical move of the College may provide educational benefits in terms of spatial requirements of certain programs.

Status: Quincy College currently is leasing facilities in President's Place.

Next Steps:

- *0 – 6 Months*
 - Work with College administrators to determine spatial requirements for the College.

- *7 – 12 Months*
 - The next steps would be to develop a budget for rent and operational expenses for any space the College would occupy. Then, the College and City would need to work with brokers to identify potential opportunities for relocation that would satisfy the College's spatial needs.

ii. **GOAL: Improve the Streetscape and Public Realm to Establish a Safe, Family-Friendly Environment that Attracts Private Investment as well as Pedestrians, Retailers, Office Tenants, and Residents**

A. Adams Green Park

Strategy: Adams Green Park is an essential building block for downtown revitalization. The original concept for active green space as a gateway to the downtown originated during the 2006 planning process with Goody Clancy and was codified in the *Quincy Downtown Vision, Framework, and Strategy*. As designed, the park connects City Hall, the MBTA Station, and the downtown more directly with the historic resource, United First Parish Church, and in so doing establishes a significant urban green space available for a variety of public uses and programs and promotes a safe environment through lighting features.

Status: Development of the park is now underway with roadway and sidewalk improvements currently overseen by MassDOT along Hancock, Temple, and Washington Streets. The City has been directing a design for the park and at the time of writing, the design for the park is 90% complete. It is anticipated that the roadway improvements will be completed in Fall 2015 and construction of the landscape architecture is to commence thereafter.

Next Steps:

- *0 – 6 Months*
 - The next steps are to complete the roadway and sidewalk improvements, finalize the design, complete cost estimating of the design, secure funding, and facilitate a bidding process for a contractor.
- *7 – 12 Months*
 - At this point, it is anticipated that the roadway and sidewalk improvements will be completed by Fall 2015 and that construction of the park would follow immediately thereafter.

B. Innovation District

Strategy: Located in between the Wollaston and the Quincy Center MBTA Stations, the Quincy Center for Innovation is a thriving and vibrant resource in Quincy. The space attracts start-ups and new business ventures, looking to be in an engaging environment and innovative culture. Relocating the Quincy Center for Innovation within the downtown district would help catalyze other commercial opportunities and would facilitate a larger street presence of entrepreneurs and office workers.

Status: The City has begun working with the Quincy Innovation Center to determine its growth needs and space requirements.

Next Steps:

- *0 – 6 Months*
 - The next steps are for the City to work with the Center for Innovation to identify the spatial needs and growth potential, to determine a potential rent budget and existing lease obligations, and to begin touring office spaces that fit their requirements.
- *7 – 12 Months*
 - Later in 2015, the Center should determine its schedule for relocation and identify appropriate relocation site opportunities. The City's Economic Development Team should support the Center with outreach to potential start-ups and technology companies.
- *1 Year +*
 - Depending on the Center's lease obligations and success in locating a new space, it should move to downtown Quincy Center. The City should support its relocation through publicity and marketing efforts.

C. Rebranding and Revitalization Effort in Downtown

Strategy: To achieve a vibrant streetscape, create an Innovation District, and improve office tenancy, Redgate/BMA recommends instituting a structural support program for the downtown business community that will serve as a dedicated resource for businesses and act to coordinate planning and implementation of all future placemaking efforts in the project area. To ensure a sustained effort, Redgate/BMA recommends the City develop a program that will identify a staff person to serve as a dedicated Downtown Project Director, responsible for supporting retail operators and managing placemaking initiatives, such as public art, events, and temporary "pop up" stores in conjunction with its partners at the Quincy Chamber of Commerce, Discover Quincy, and internally within the Planning and Community Development Department.

Status: A retail association once existed in the downtown. There is no indication of a concerted rebranding and revitalization effort in the downtown.

Next Steps:

- *0 – 6 Months*
 - Develop program objectives to support retail operators, manage placemaking initiatives, and facilitate events
 - Partner with Chamber of Commerce, Discover Quincy, and Planning and Community Development Department to hire a staff person to serve as the Downtown Project Director
 - Duties to include: liaison between business owners and existing City resources
 - Develop, coordinate, and implement placemaking initiatives
 - Coordinate and drive marketing and promotional strategies in collaboration with existing community partners
 - Develop budget and timeline with initiatives (special events-Taste of Quincy, public art-murals and paint boxes, streetscape improvements-planters and seasonal lights, temporary retail opportunities-“pop up stores” and retail storefront improvements)
 - Work with Quincy Center Farmer's Market and City agencies to relocate to Hancock Street
 - Outreach to event planners for temporary events
- *7 – 12 Months*
 - Implement streetscape programs: "Paint Box," planters, murals, seasonal lights, lunchtime concerts
 - Maintain outreach to event planners and temporary "pop up" shops
 - Conduct Quincy Center Neighborhood Retail Survey
 - Identify potential existing businesses for relocation to Hancock Street
- *1 Year +*
 - Conduct a survey of retail businesses in Quincy Center to determine strengths, gaps, and opportunities
 - Identify existing businesses for potential relocation to Hancock Street

iii. GOAL: Address Approximately 100-Year-Old Infrastructure and Support New Development Goal through Targeted Infrastructure Improvements

A. Downtown Infrastructure Needs

Strategy: In order to support existing businesses and property owners in the downtown and to facilitate additional private investment, Redgate/BMA recommends the City maintain and enhance its approximately 100 year old infrastructure. The City is also able to ensure the marketability and desirability of the downtown by keeping infrastructure mitigation costs competitive with local and regional alternatives that private developers may consider.

Status: Currently Woodard & Curran Engineers are providing significant support to the Department of Public Works on management of infrastructure project, analysis of existing conditions, and prioritization of necessary improvements. As part of the firm's involvement with Adams Green sidewalk and roadway improvements, the firm has created a prioritized list of immediate repairs required in the downtown. However a holistic prioritization and funding analysis does not exist outside this document.

Next Steps:

- *0 – 6 Months*
 - Conduct civil engineering study to layout infrastructure requirements for the downtown district and to develop incremental phases of the buildout. Engage cost estimator to develop a series of infrastructure project costs from which a prioritized list of projects and cost estimates may be developed.
 - In order to implement the Development Implementation Plan, Redgate/BMA recommends prioritizing infrastructure upgrades in a sequence that facilitates development activity and is feasible with available funding sources.
 - Structure operations and maintenance management plan for infrastructure
 - Begin schematic design studies for the bridge in order to have the bridge project in a position to pursue State and Federal funding opportunities and to be ready in the event of opportunistic development in the Ross Garage area.
- *7 – 12 Months*
 - Conduct necessary predevelopment activities for Hancock Lot development and garage
 - Implement operations and management plan for Town Brook relocation and other downtown improvements

- *1 Year +*
 - Reevaluate capital improvement priorities on quarterly basis

B. Sufficient Public Parking

Strategy: Many people drive to downtown Quincy Center, therefore, it is imperative that there be sufficient public parking. In addition to the new garages and demolition of the existing Ross Garage, both recommended in the Illustrative Site Plan (see p.28), Redgate/BMA recommends the City create a management plan for the downtown district's parking supply in order to support new development and revitalization and facilitate development on City-owned parcels that are currently serving as public parking.

Status: The City has plans to conduct a parking demand study. Management of the downtown parking area is limited to parking meter maids and garage operators.

Next Steps:

- *0 – 6 Months*
 - Engage a parking and transportation consultant to conduct a study of current demand and to overlay the illustrative site plan, so that existing and projected future demand may be captured.
 - Components of such a downtown parking management plan are anticipated to include options for the City to finance parking structures, management and coordination of on and off-street parking supply, and analysis of the demand for parking.
 - Redgate/BMA recommends that the City evaluate the demolition of the Ross Garage. The first steps would be to direct a parking demand study, procure cost estimates for demolition, oversee design of a new garage in anticipation of future demand and development, and phase the demolition such that alternative parking options are available for current users.
- *7 – 12 Months*
 - As part of the downtown parking management plan, utilize the study results to refine plans for public parking structures and to strategize on the phasing of new parking supply.
 - Further parking demand studies and a parking design and engineering process would be required to determine the maximal buildout at Hancock Lot to achieve the revitalization goals and to stimulate private

development. Once a garage is designed, engineered, and cost estimated, funding would need to be secured. One potential funding opportunity is to bond the garage through parking revenues in the downtown district. Coordination with the development of adjacent parcels and timing of demolishing the Ross Garage would be required in determining the optimal schedule for construction of the garage.

C. MBTA Improvements

Strategy: The City is spearheading the effort to rebuild the MBTA garage, improve the station, and create development parcels on the site, all of which capitalize on transit as a competitive advantage of the urban core. Redgate/BMA recommends that the design of the MBTA station and commercial buildings take into account: the importance of connectivity with Adams Green Park and Granite Street, activity levels at all times of day to ensure a safe environment, the siting of commercial development parcels relative to other uses, and the pedestrian component of the multi-modal project.

The City's leadership in these transit improvements is crucial to maintaining and strengthening the Red Line T Station and its connection to Hancock Street. The T Station is a key competitive advantage of the downtown and is attractive to potential residents, retail and office tenants, students, and tourists, many of whom for on quick and efficient access to Boston and Cambridge.

Status: The City is working with Parsons Brinkerhoff to develop 25% design drawings in anticipation of undertaking MEPA and NEPA as a subsequent step.

Next Steps: Redgate/BMA recommends that the City shepherds the process, focusing on designing a safe, active 24/7 space in and around the T Station that is attractive to commercial development and tenants. As the design process evolves, the City should focus on securing resources and partnerships to ensure the financial feasibility and future execution of the project.

iv. GOAL: Establish Financial Self-Sufficiency to Fund Required Downtown Improvements and Efforts

A. Downtown Financial Self-Sufficiency

Strategy: The City has a strong funding track record for downtown investment, relying principally on four sources: DIF, I-Cubed, State and Federal grants, and GO Bonds.

- The DIF plan is a powerful tool the City possesses to finance downtown infrastructure improvements and has been the key to significant improvements

since its inception. To maintain its financial stability, Redgate/BMA recommends that the City evaluate its repayment plan and assessing techniques to allocate the incremental increase occurring in the downtown to repay the bond anticipation notes taken out over the years.

- Redgate/BMA recommends that the DIF plan be updated to take into account anticipated and ongoing development and revitalization taking place in the downtown and the increased tax increment able to be captured for reinvestment. Updating the DIF plan would provide resources to finance necessary improvements without which revitalization is anticipated to be slower and less robust than is otherwise possible.
- Redgate/BMA recommends that the City maintain its application for I-Cubed with extensions for future use, when commercial office development is viable and proposed by private developers.
- The City has an impressive track record of securing State and Federal grants. Redgate/BMA recommends that these opportunities be pursued continually for the benefit of the downtown.
- Parking is a City responsibility and paying for public parking facilities is likewise recommended to be funded by GO Bonds or other municipal finance mechanisms. At this time, per the advice of the City's bond counsel, GO Bonds are significantly more viable and cost-effective than parking revenue bonds or other mechanisms.

Status: New DIF authorization is required by City Council to fund additional necessary infrastructure improvements in the downtown. The City is managing its consultants to reforecast the DIF based on the projected development phases identified in the Illustrative Site Plan (see p.28).

Next Steps:

- *0 – 6 Months*
 - Analyze reforecast of DIF and follow procedure through City Council to increase DIF potential capacity based on updated conditions and the adherence to a repayment plan of monies previously allocated.
 - Implement DIF repayment plan for monies utilized through Bond Anticipation Notes
 - Prepare any documentation needed to extend the I-Cubed eligibility beyond the June 2015 extension deadline
- *7 – 12 Months*
 - Engage City Council in issuing additional potential funding through DIF

- Create funding strategy to finance prioritized capital improvement projects
 - 1 Year +
 - Utilize DIF funds to fund infrastructure improvements in support of development
- v. **GOAL: Institute Development Implementation Projects and Establish a Reliable and Consistent Governance Structure to Ensure Sustained Results and Success**
- A. **Ongoing Coordination Between Public and Private Entities to Achieve Development Objectives**

Strategy: To achieve the development objectives in a sustained and transformative way, it is paramount that there be a point of contact within the City whose primary responsibility and focus is to ensure the consistency of execution of the Development Implementation Plan. In Redgate/BMA's experience, our team has observed municipalities achieving sustained focus on and fulfillment of their downtown priorities through a number of methods:

- Hire a dedicated City staff member
- Hire a consultant to the Mayor
- Create a redevelopment authority (Boston, Cambridge, Somerville, MA)
- Assign the role to the Planning Department (Brookline, MA)
- Appoint a subcommittee of Selectmen

As a long-term strategy, Redgate/BMA recommends hiring a dedicated City staff member to spearhead this effort in a position, such as a Downtown Project Director. This staff member would have authority and responsibility over coordinating City agencies and departments to streamline downtown processes and achieve the City's downtown priorities. Additionally, the staff member would be focused on outreach and partnerships outside of the City with organizations like the Chamber of Commerce and downtown tenants and landlords to fulfill the common vision for the downtown. Over the next year, Redgate/BMA recommends its ongoing involvement to assist in shaping this position and immediately pursuing the short-term tasks necessary for downtown revitalization.

While the options listed above are employed in other municipalities, Redgate/BMA believes these may be less successful in Quincy. For instance, the City already has significant resources with regards to planning and community development and the creation of another City agency—a redevelopment authority—does not appear to be necessary to achieve the downtown vision. Quincy's Planning and Community Development Department has a capable and deep staff, however, the role of

spearheading downtown revitalization needs to be independent of any particular agency's jurisdictions and instead a cross-departmental position. Lastly, while the City Council has a Downtown Committee focused on downtown revitalization, a subcommittee cannot take the place of the day-to-day management, follow-up, and authority required to achieve swift revitalization.

Status: While revitalization in the downtown is a longstanding vision within the City and its departments and the City Council has a Downtown Committee, there is no employee dedicated to overseeing the execution and coordination that downtown revitalization will require.

Next Steps:

- *0 – 6 Months*
 - Utilize a consultant to initiate projects and assist in crafting the role for a Downtown Project Director.
 - Develop a clear job description and organizational chart identifying the employee's role, which would likely consist of being in charge of coordinating City agencies to streamline permitting and licensing processes, as well as working closely with businesses and property owners to work towards the shared development objectives for revitalization in the downtown.
 - Convene monthly meetings with City agencies to achieve downtown priorities and streamline processes.
 - Communicate development objectives and engagement opportunities to retailers, landowners, and prospective developers.
 - Advance placemaking initiatives, including Lunch Time concerts, festive lighting on Hancock Street,
- *7 – 12 Months*
 - Engage retailers and landowners in planters and streetscape improvement initiatives.
 - Maintain monthly meetings with City agencies to achieve downtown priorities and to streamline processes.

5. Timeframe

Central to implementation, Redgate/BMA has refined these development objectives within a general timeframe to prioritize allocation of resources and on-the-ground efforts.

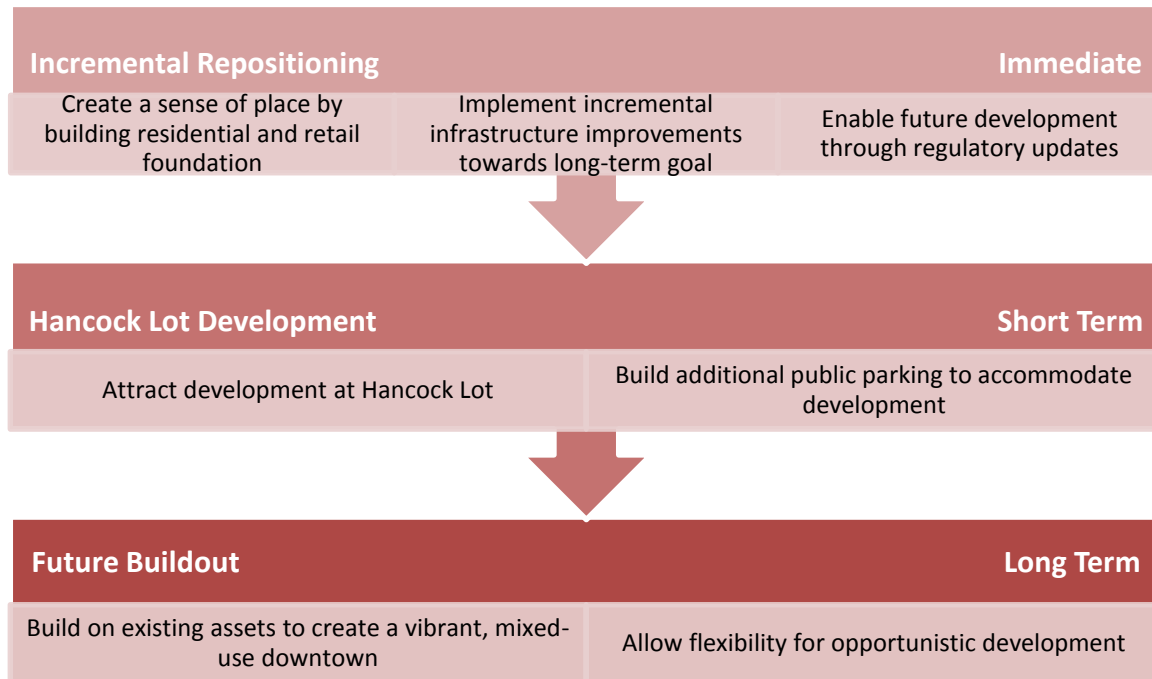


Figure 4: Development Strategy

The immediate phase, *Incremental Repositioning*, includes the goal of establishing vibrancy in the downtown, particularly along Hancock Street, and laying the groundwork for future development through infrastructure investment, regulatory updates, and governance structures. Building on efforts completed immediately, over the short term, the development objective of the *Hancock Lot Development* is to build on development projects already underway and leverage the City's assets. The long-term development objectives of the *Future Buildout* are to achieve a vibrant, mixed-use downtown through flexible and opportunistic investment.

D. Conclusion

Quincy Center is at a crossroads. It is imperative that the City maintain and build upon the momentum achieved and market forces towards revitalizing the downtown. Through the 2006 public outreach effort with Goody Clancy/Byrne McKinney and continued public participation and engagement, it is clear that the citizens of Quincy support the downtown revitalization. At this juncture, Mayor Koch and the City's dedicated staff have made realizing this vision a priority. By taking the actions recommended, the City will do its part to catalyze a new era in Quincy Center.